

James Lightbody



PROVINCE OF MANITOBA

JAMES LIGHTBODY

Manitoba Royal Commission
on
Local Government Organization
and Finance

April 1964

MAPS

FINAL REPORT

of the

MANITOBA ROYAL COMMISSION

ON

LOCAL GOVERNMENT ORGANIZATION

AND FINANCE

August 1964

Winnipeg, Manitoba

MANITOBA

Royal Commission on Local Government

CHAIRMAN:
HON. ROLAND MICHENER, P.C., Q.C.

MEMBERS:
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JAMES R. MCINNES, C.A.
MURRAY S. DONNELLY, PH.D.
DONALD L. CAMPBELL, Q.C.

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WINNIPEG 10, MANITOBA
WHITEHALL 6-7873
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August 27, 1964

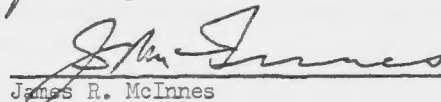
To: The Honourable Errick F. Willis,
Lieutenant-Governor of Manitoba

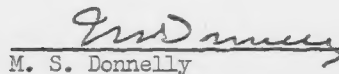
Sir:

Following our letter of April 28, 1964,
submitting its first Report, your Royal Commission on Local
Government Organization and Finance appointed by Order-in-
Council Number 183/63, dated February 13, 1963, now submits
its final Report, concurred in by all members.

Respectfully submitted,


John Thompson Chairman


James R. McInnes


M. S. Donnelly


Donald L. Campbell

FINAL REPORT OF THE ROYAL
COMMISSION ON LOCAL GOVERNMENT ORGANIZATION AND FINANCE
AUGUST 27, 1964

In the letter to the Honourable Errick F. Willis dated April 28, 1964, submitting our first Report, we stated that it would be desirable in a further Report to give consideration to the possible effect on our findings of the investigation now being conducted by the Royal Commission on Taxation appointed by the Government of Canada, and that in addition, we had not completed our study of a few other matters.

1. Royal Commission on Taxation

Our terms of reference in this regard stated:

"(9) That the purposes, objects and duties of the Commission shall be to inquire into all facts and circumstances relating to:

(h) Any matters that may arise that may be related to the investigation being conducted by the Royal Commission on Taxation appointed by the Government of Canada."

Members of your Commission have met with the Federal Royal Commission on Taxation and co-operated by an exchange of relevant documents, but no matters have arisen which affect the findings of the first Report. We are not required by our terms of reference to report on provincial taxation in general but only on the amount and source of additional revenues which might be devoted to local government purposes whether raised at the provincial or municipal level. Our recommendations on this point are found in Chapter VIII of our first report. The Federal Commission is required to study taxation in all its forms and may recommend changes in taxation that will affect Manitobans and Canadians in general, but our area of co-operation with them was of necessity limited. We now consider that we have fulfilled our terms of reference under Clause (9)(h) insofar as that is possible. In view of our terms of reference regarding taxation, no good purpose would be served in awaiting the report of the Federal Commission.

2. Municipal Research

Recommendation 73. WE RECOMMEND THAT A PERMANENT MUNICIPAL RESEARCH UNIT BE ESTABLISHED BY THE PROVINCIAL GOVERNMENT AND THAT THE UNIT BE PROVIDED WITH SUFFICIENT STAFF AND FACILITIES TO ENABLE IT TO ANALYZE THE DATA COLLECTED BY THE DEPARTMENT OF MUNICIPAL AFFAIRS AND GATHER AND ANALYZE FURTHER RELEVANT DATA.

Numerous considerations support the proposal that a permanent municipal research unit be established in the province:

- (a) Since 1953 there have been four major Committees and Commissions appointed by the Province or the Municipalities to examine the state of local government in Manitoba. The fact that such work has been deemed necessary within the last decade would indicate the need for continuing research in this area, whether to supply information to future Commissions or to the Government itself. The work of our own Commission would have been expedited and made easier had more statistics been available.
- (b) Extensive Commission work in recent years has raised many questions about the future structure and function of local government. The recent Municipal Enquiry Commission Report and our own first Report recommended the retention of local government in this province, but with many revisions. For example, both these reports included recommendations for the enlarged municipal unit as a form of local government needed to realize equity and efficiency. A research unit could provide factual data on the relative costs of alternative proposals for change in local government.
- (c) Our first Report has raised certain questions concerning the burden of local taxation and assessment of real property. These are specific examples of matters that require continual research but at this point in time no staff exists with the time or responsibility for such work. Rough burden data in the form of recorded mill rates and per capita expenditures are kept, but these are far removed from the ideal type of information required. It would seem to be most desirable that the Municipal Board and the Department of Municipal Affairs be well informed of the actual burden and this situation could only be realized if a research unit were continually measuring burden. Moreover, we have recommended that the assessment of real property be improved by maintaining among properties a near to constant relationship between real and assessed values. This requires the collection and analyzing of much information.

Recommendation 54 of our first Report has proposed that for the purpose of boundary revision "the Municipal Board should be given the additional personnel and staff to enable it to assume these responsibilities and the responsibilities which are proposed in other recommendations." This would imply that the research unit might be attached to the Municipal Board but, on the other hand, much of the statistical data and financial information available in municipal statements is being processed and recorded now in the Department of

Municipal Affairs. Recommendation 58 for "the assignment to an officer of the Department of Municipal Affairs of the full-time duty of investigating and reporting to rural municipalities concerned and to the Minister of Municipal Affairs on desirable boundary changes", suggests as well that the research unit might be conveniently placed in the Department.

On balance, we propose that, in order to command the mutual confidence of the Provincial Government and municipal organizations the unit should have a substantial measure of independence and, therefore, be located with the Municipal Board. However, the research group will need to make use of the data, which the Department collects and we envisage the necessity of additional facilities within the Department and close co-operation between it and the new research unit.

3. Local Government Districts and Unorganized Territory

Generally, the economic bases and widely scattered populations of these areas in the province require special forms of administration. Such areas are normally administered by local government district administrators or a provincial school trustee. In some cases, there are local advisory groups and committees but in no sense can responsible local government be said to exist.

In general, there appears to be no problem of extreme local tax rates, because the development of services has not kept pace with areas where municipal councils exist. Also, the Province may have assumed major responsibility for providing roads and drainage; the same grant arrangements for schools prevail in most of these areas as apply within municipalities. In fact, the rates of local taxation appear to be quite favourable in these localities, particularly compared to municipalities lying adjacent to them. There are, of course, exceptions to this general condition, where high welfare costs may have developed in parts of the districts. However, rate differentials between districts and adjacent municipalities have, if anything, caused unrest with the citizens of the latter areas.

The financial arrangements for industrial townsites are another matter. In these cases nearly all initial costs of developing municipal and school facilities are assumed by the companies and consequently, local taxation compares favourably with organized areas of the Province.

After some examination, it is our conclusion that no special financial assistance is required for these areas to relieve the burden of taxation, beyond what is recommended in our first Report. Any areas incurring high tax rates on account of social welfare costs for instance, would be relieved under our prior recommendation.

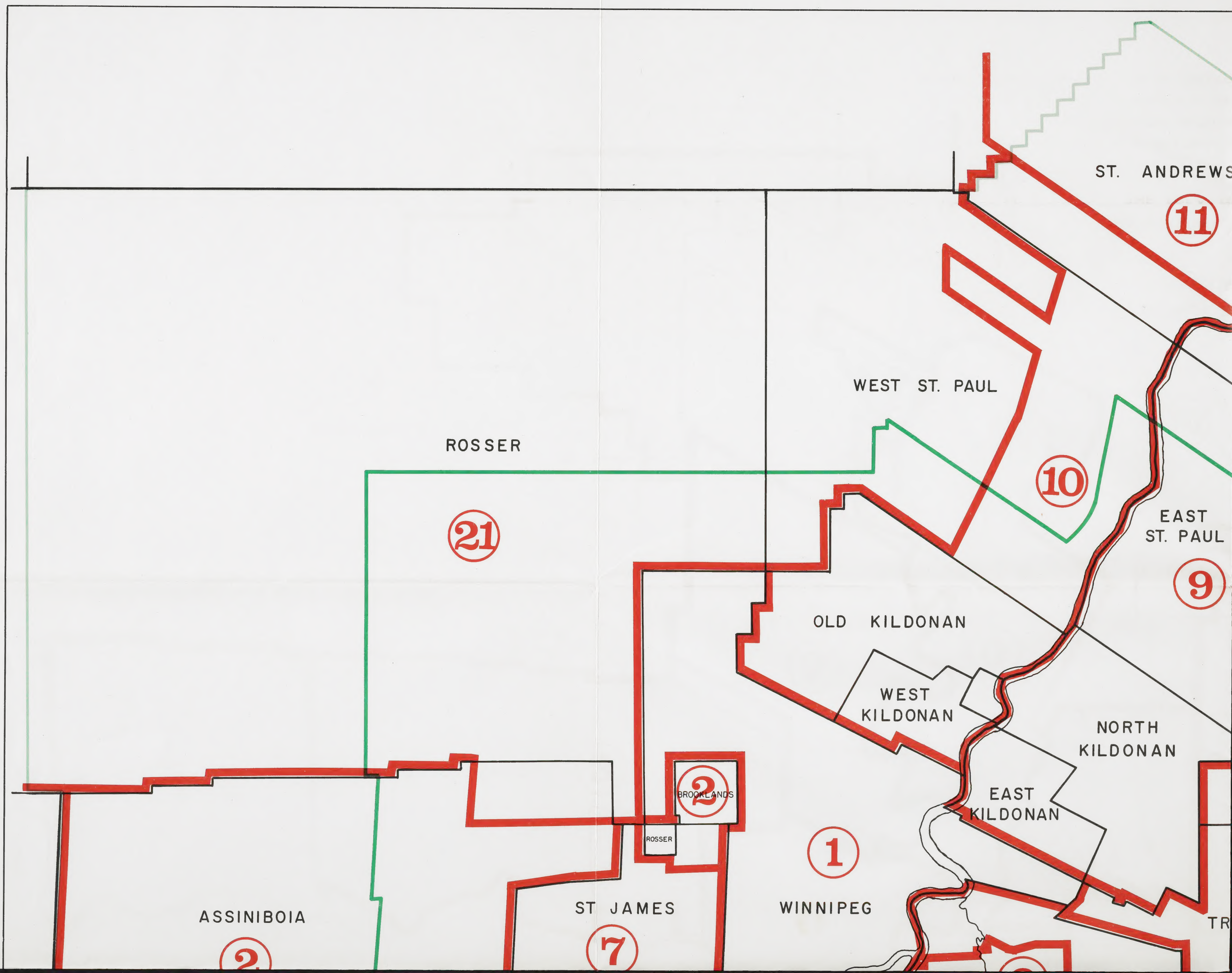
While peculiar circumstances may require different administrative arrangements it is expected that local government districts in northern Manitoba could be included in a plan for regionalizing provincial services.

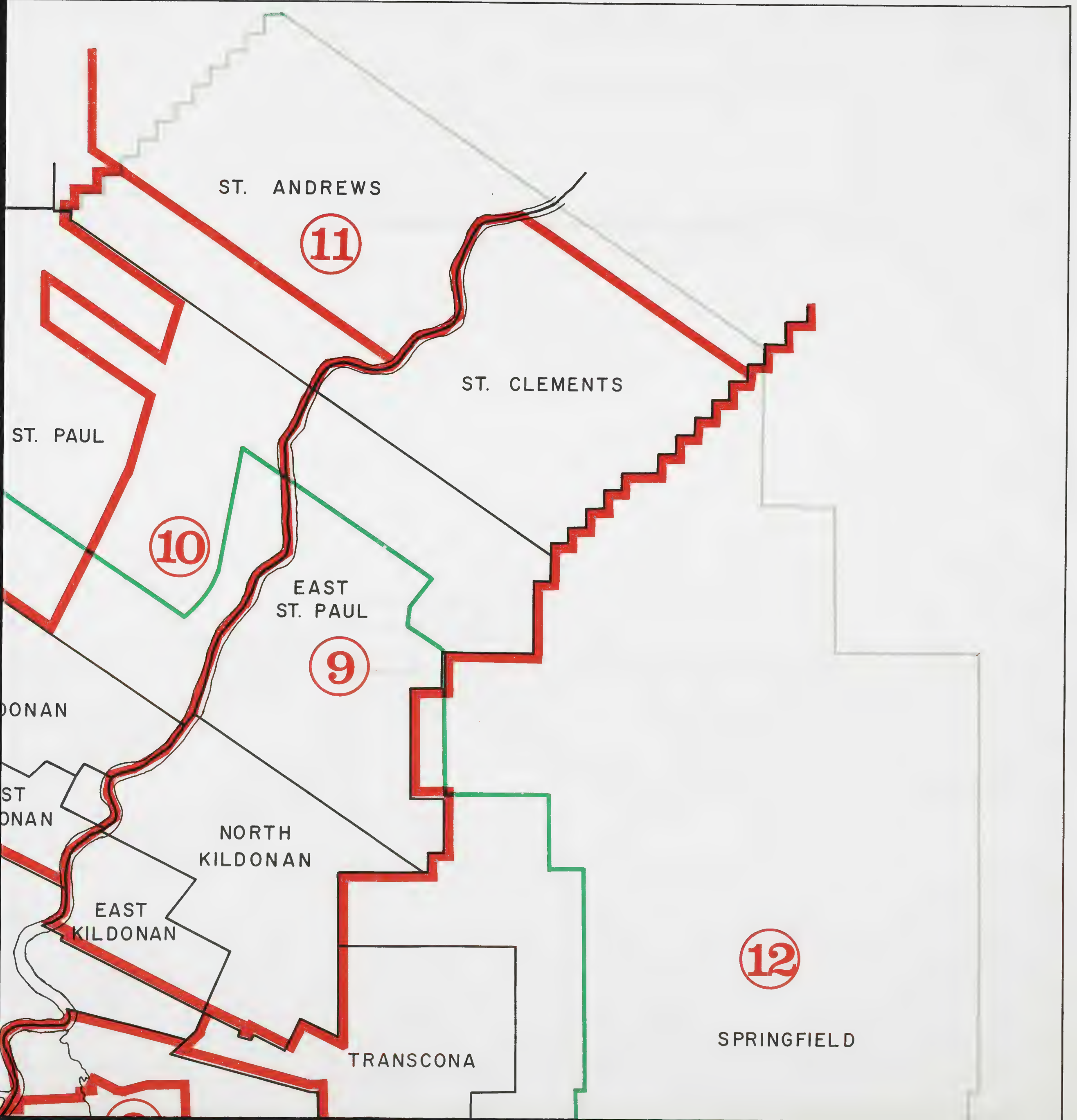
Recommendation 57 provides for the inclusion of local government districts and unorganized territory adjoining rural municipalities when larger municipal units are planned. Tax rate differences between the municipalities and districts lying beside one another would be levelled under amalgamation of these areas. If the Provincial Government proceeds with our earlier recommendations for the payment of grants-in-lieu of taxes, Crown lands in local government districts could become part of the tax base in support of municipal government.

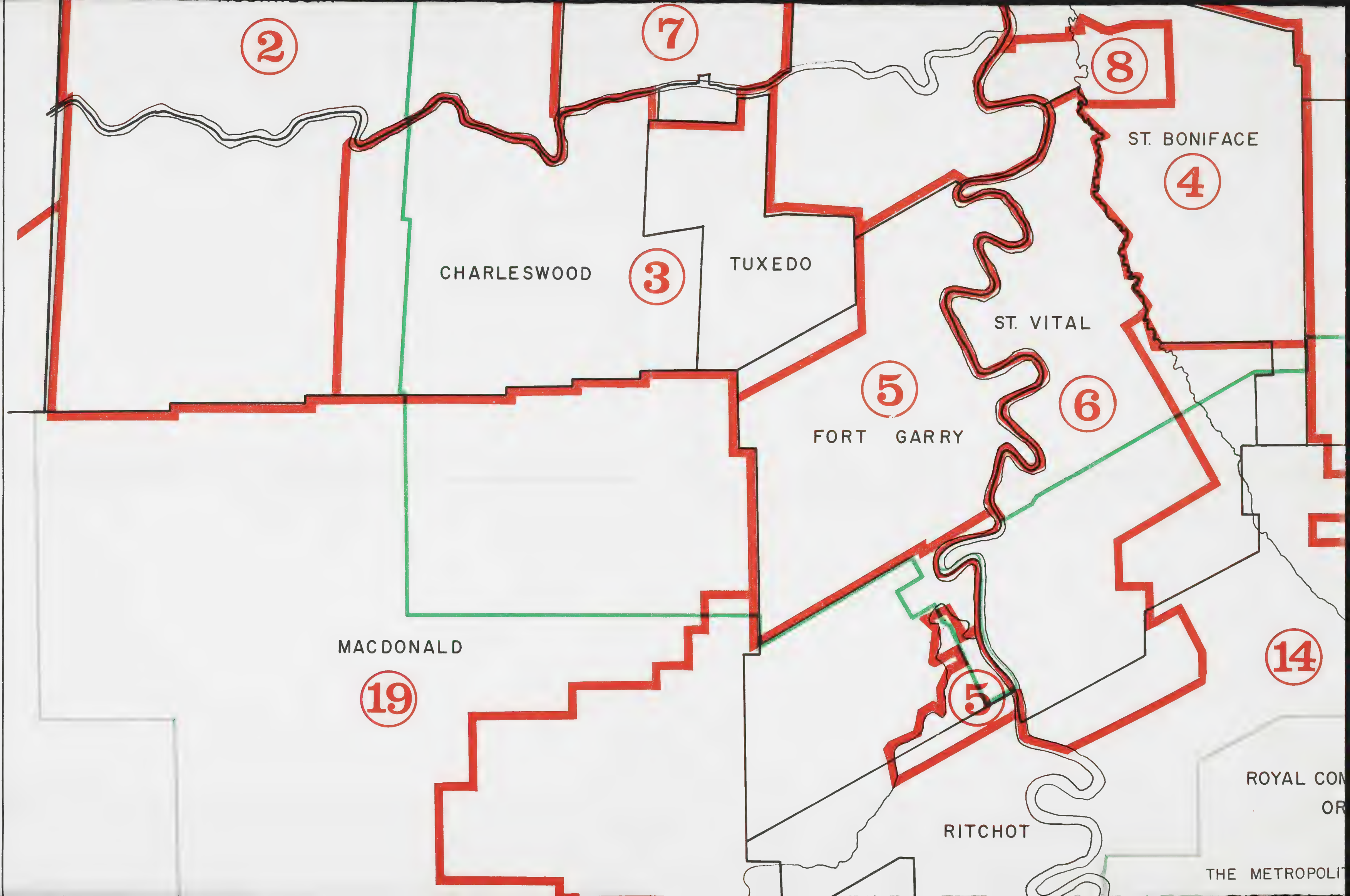
Contractual arrangements exist between the Province and the Companies in Industrial Townsites which affect local administration in these sites.

Other pockets of populations and small settlements appear to require a Provincial Administrator which is already the form of administration.

In summary, no special recommendations can be made by us to be particularly applied to Local Government Districts and recommendations stated in our first Report may generally be applied in these areas.







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ST. BONIFACE

CHARLESWOOD

3

TUXEDO

ST. VITAL

5

FORT GARRY

6

MACDONALD

19

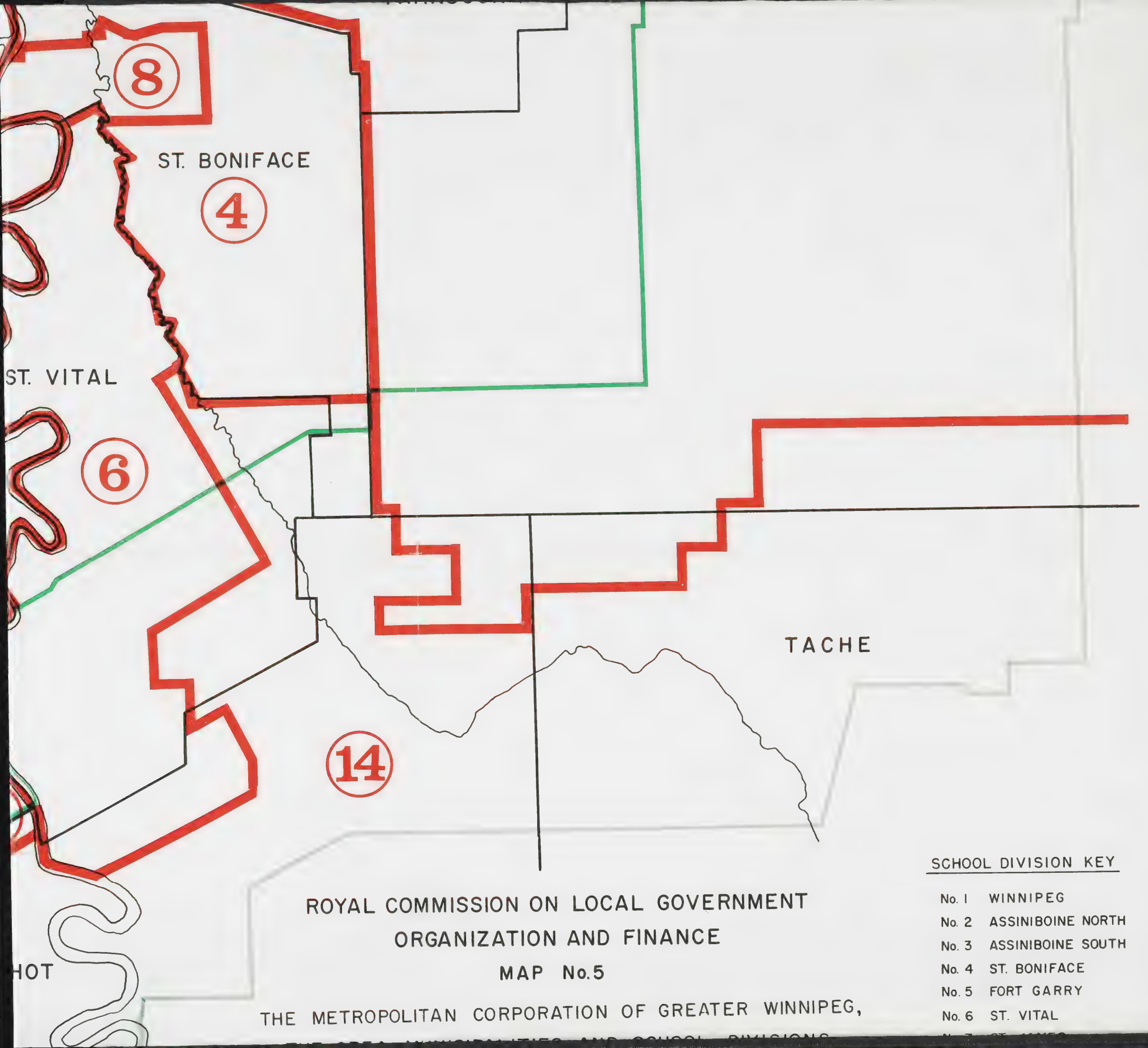
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14

ROYAL COM
OR

RITCHOT

THE METROPOLIT



SCHOOL DIVISION KEY

- No. 1 WINNIPEG
- No. 2 ASSINIBOINE NORTH
- No. 3 ASSINIBOINE SOUTH
- No. 4 ST. BONIFACE
- No. 5 FORT GARRY
- No. 6 ST. VITAL

19

14)

RITCHOT

INNER METROPOLITAN
OUTER METROPOLITAN
AREA MUNICIPAL
SCHOOL DIVISION

ROYAL COMMISSION ON LOCAL GOVERNMENT
ORGANIZATION AND FINANCE

MAP No.5

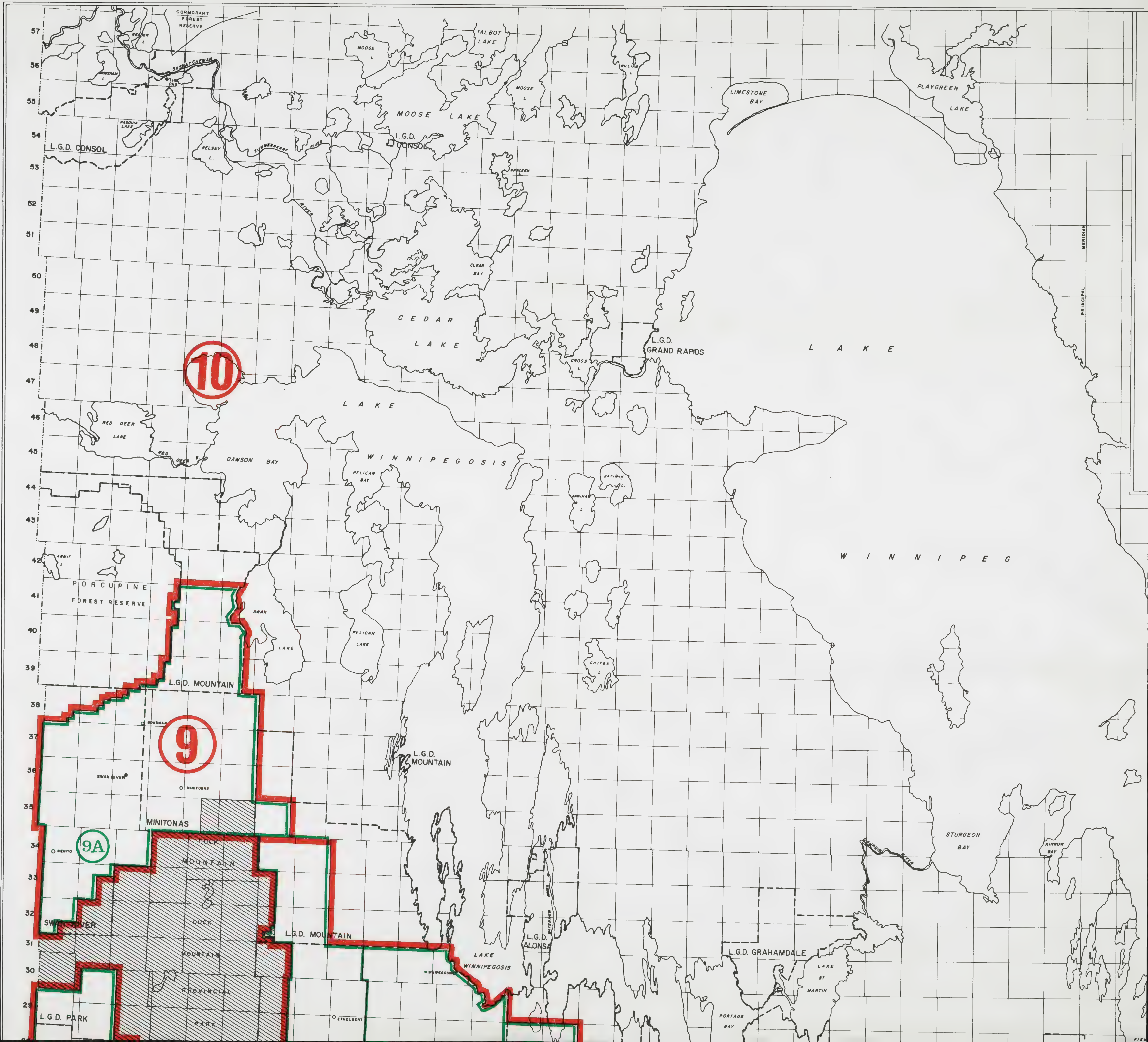
THE METROPOLITAN CORPORATION OF GREATER WINNIPEG,
THE AREA MUNICIPALITIES AND SCHOOL DIVISIONS

LEGEND

INNER METROPOLITAN CORP. BOUNDARY 
OUTER METROPOLITAN CORP. BOUNDARY 
AREA MUNICIPALITY BOUNDARIES 
SCHOOL DIVISION BOUNDARIES 

SCHOOL DIVISION KEY

- No. 1 WINNIPEG
- No. 2 ASSINIBOINE NORTH
- No. 3 ASSINIBOINE SOUTH
- No. 4 ST. BONIFACE
- No. 5 FORT GARRY
- No. 6 ST. VITAL
- No. 7 ST. JAMES
- No. 8 NORWOOD
- No. 9 RIVER EAST
- No. 10 SEVEN OAKS
- No. 11 LORD SELKIRK
- No. 12 TRANSCONA - SPRINGFIELD
- No. 14 SEINE RIVER
- No. 19 MORRIS - MACDONALD
- No. 21 INTERLAKE



ROYAL COMMISSION ON LOCAL GOVERNMENT

ORGANIZATION AND FINANCE

MAP N° 3

ILLUSTRATION OF REGIONAL MAP BASED ON POSSIBLE

ENLARGED MUNICIPALITIES

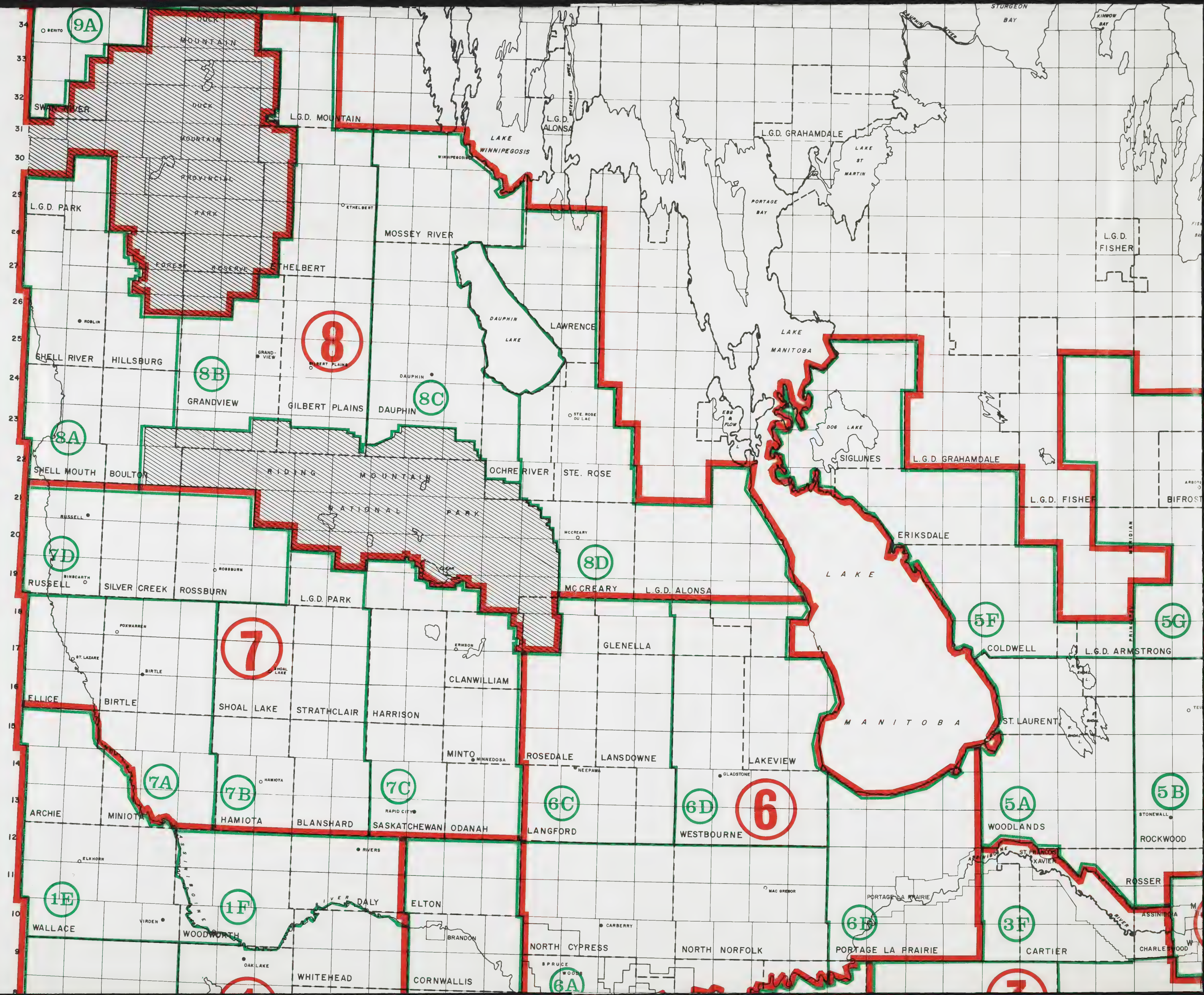
(INCORPORATED MUNICIPALITIES 1963)

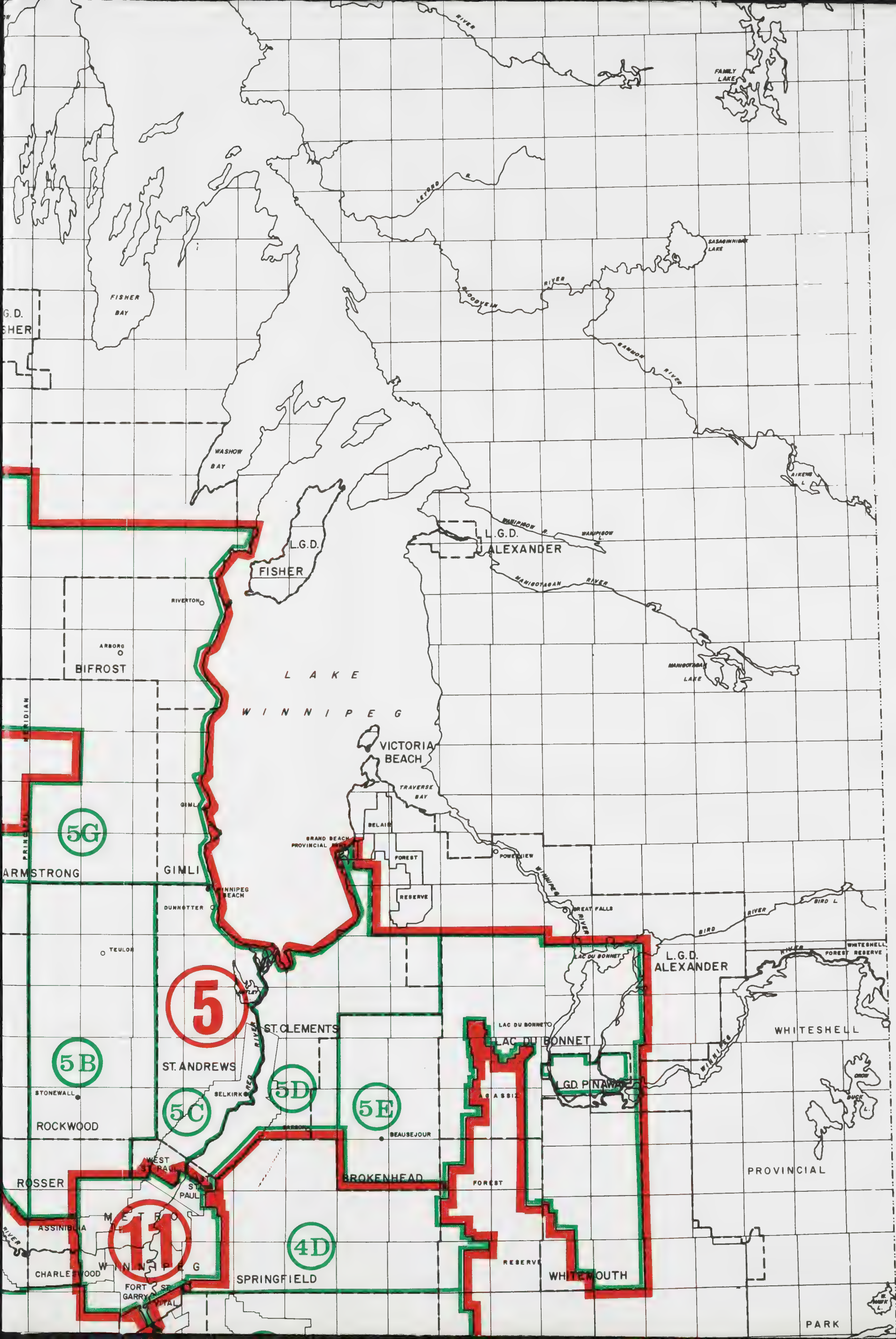
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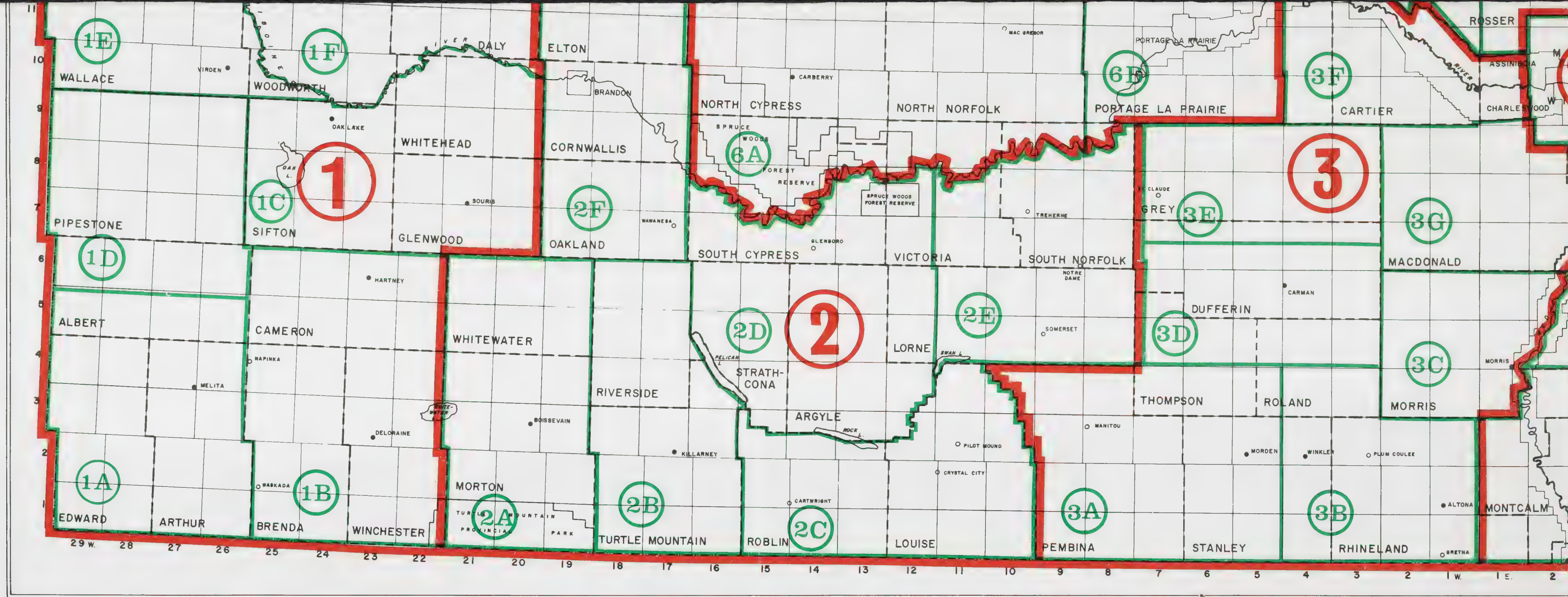
CITIES — — — — —	 BRANDON
TOWNS — — — — —	● NEEPAWA
VILLAGES — — — — —	○ TEULON
MUNICIPAL AND L.G.D. BOUNDARIES — — — — —	
FOREST RESERVES, PROVINCIAL AND FEDERAL PARKS — —	 PROVINCIAL PARK
REGIONAL BOUNDARIES — — — — —	
PROPOSED ENLARGED MUNICIPAL BOUNDARIES —	

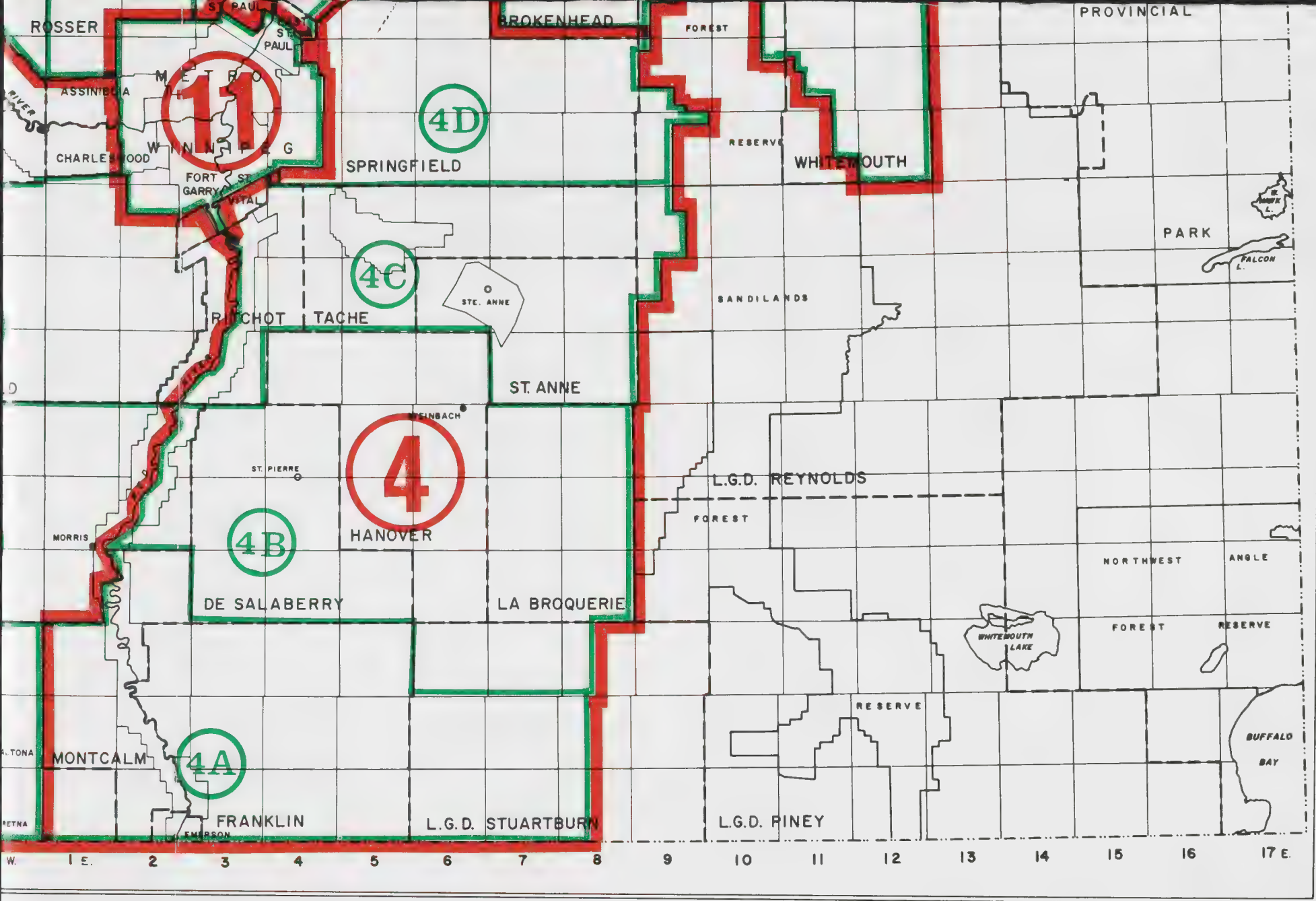
MERIDIAN
PRINCIPAL

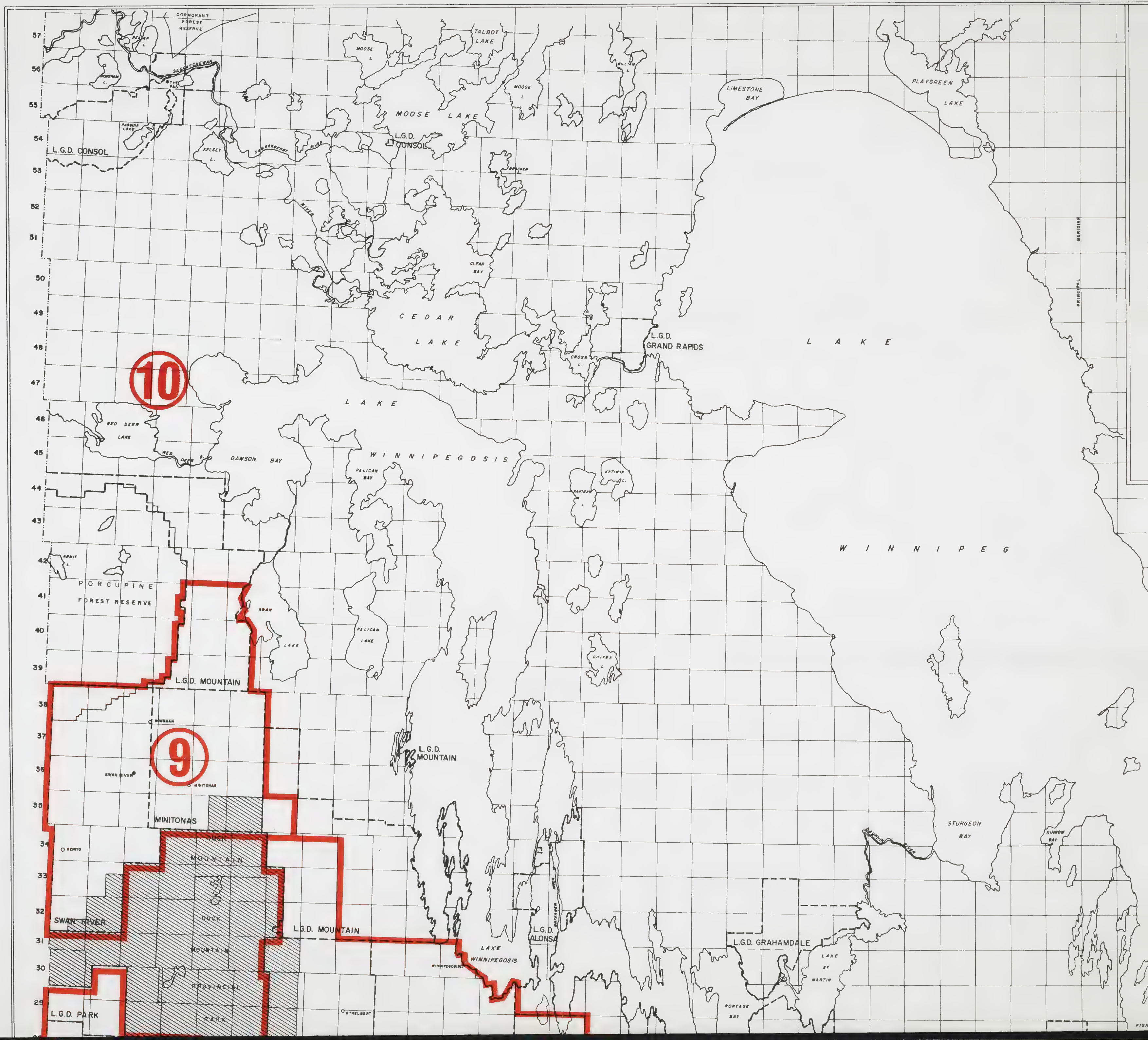












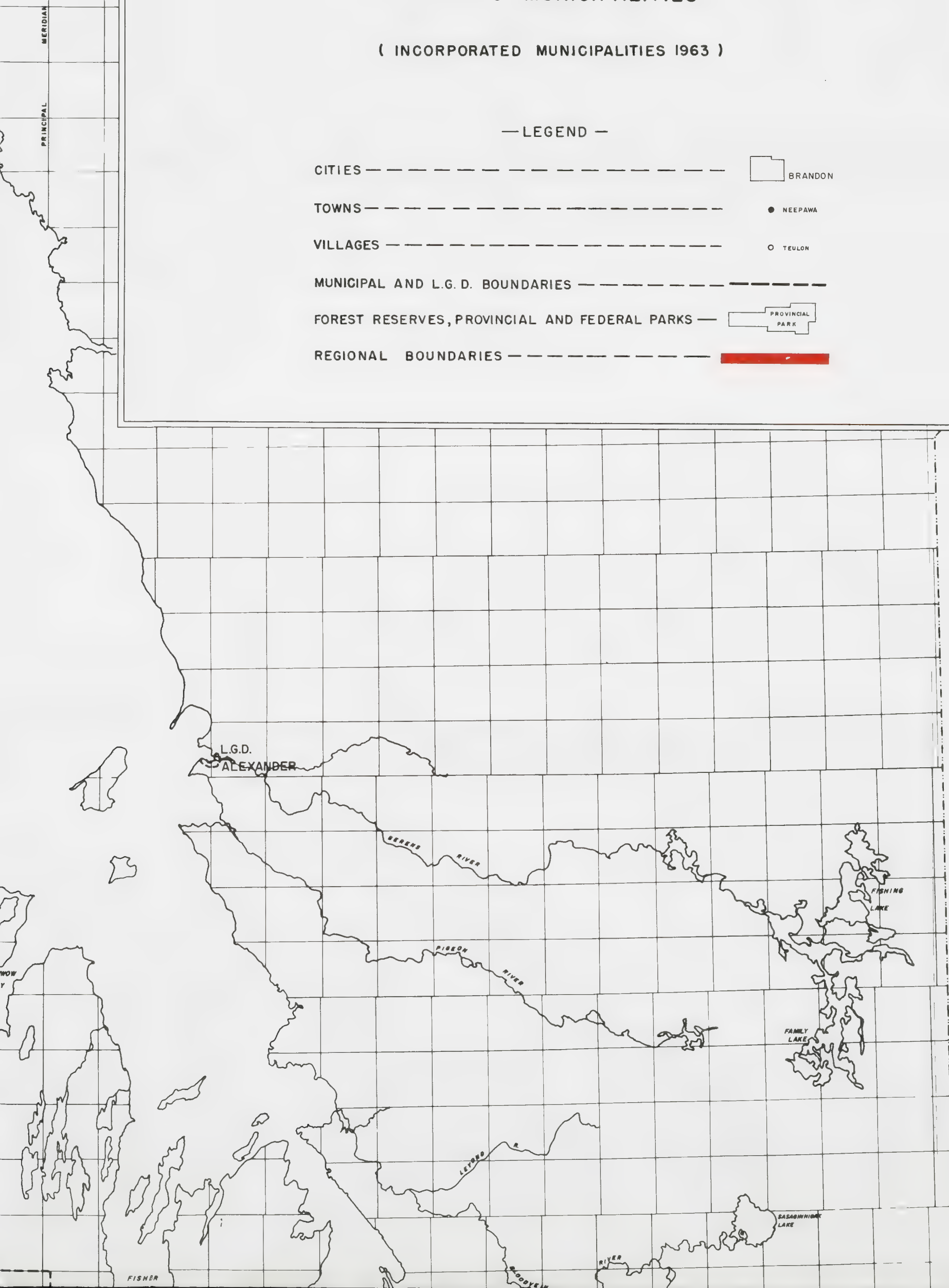
ROYAL COMMISSION ON LOCAL GOVERNMENT
ORGANIZATION AND FINANCE

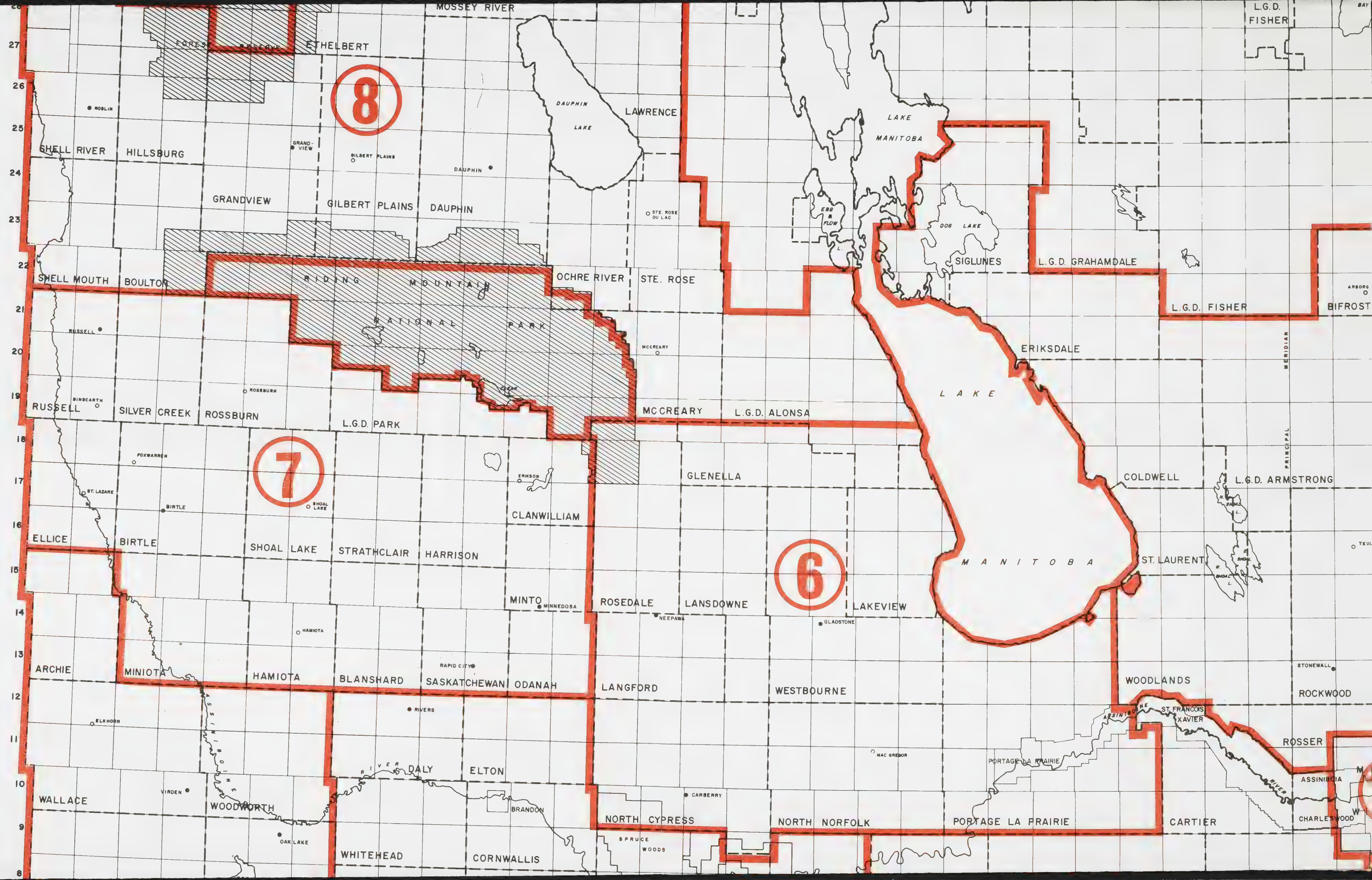
MAP N° 2
ILLUSTRATION OF POSSIBLE
REGIONAL MAP BASED ON
EXISTING MUNICIPALITIES

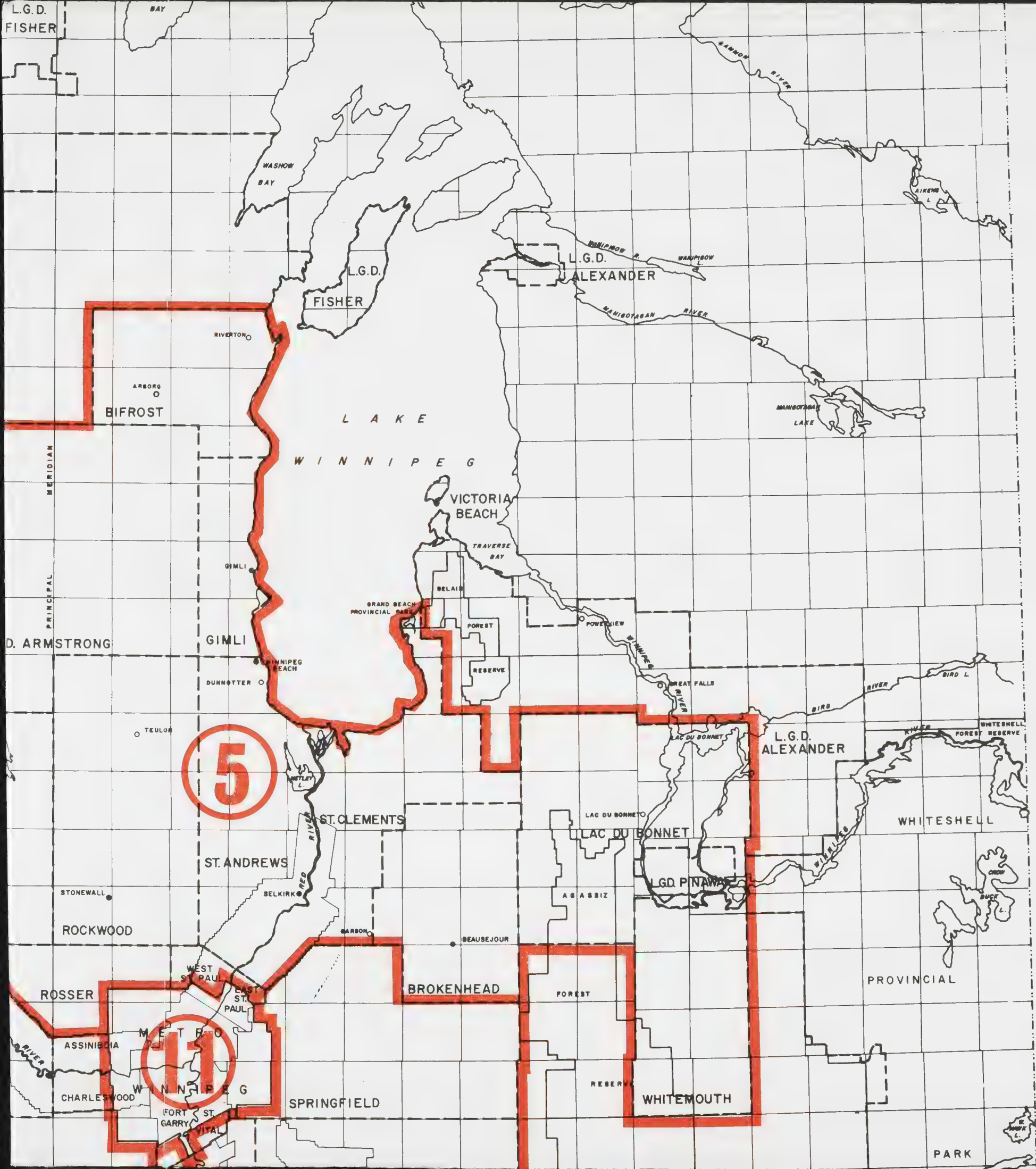
(INCORPORATED MUNICIPALITIES 1963)

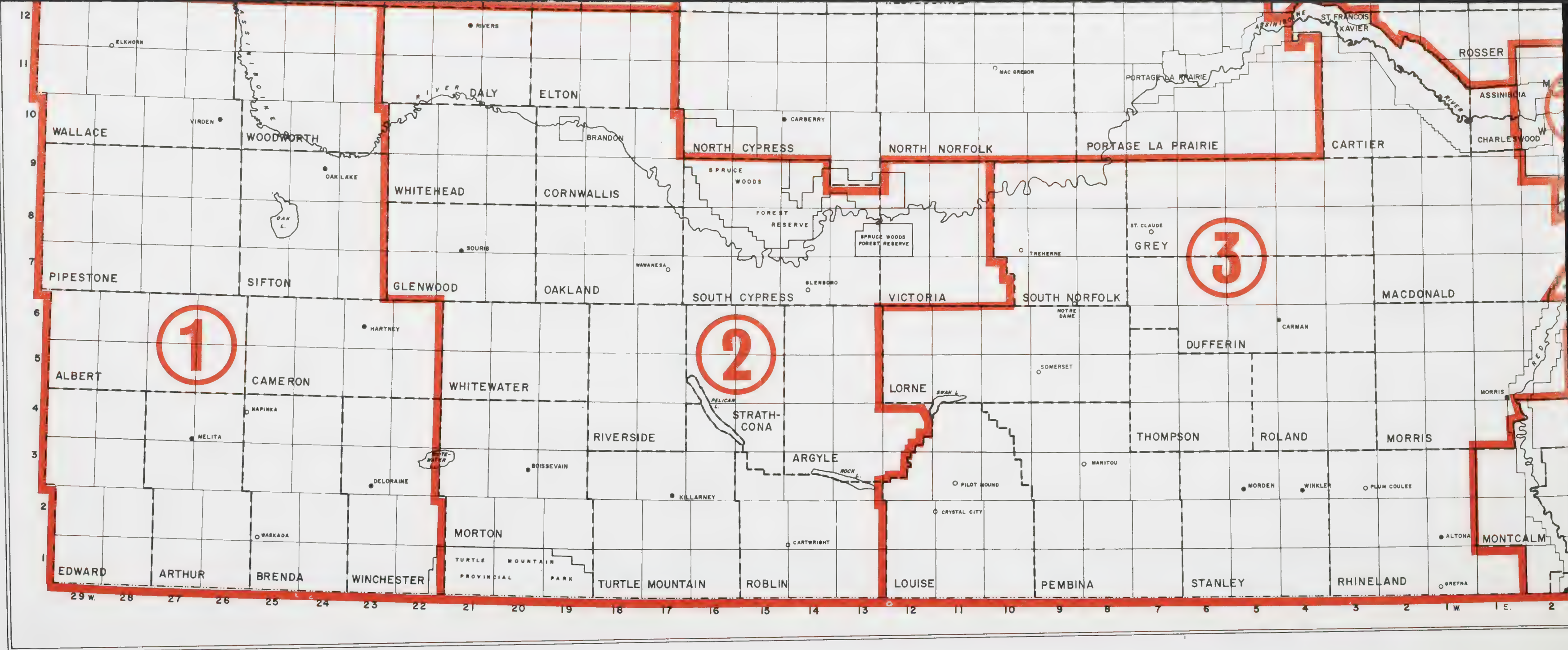
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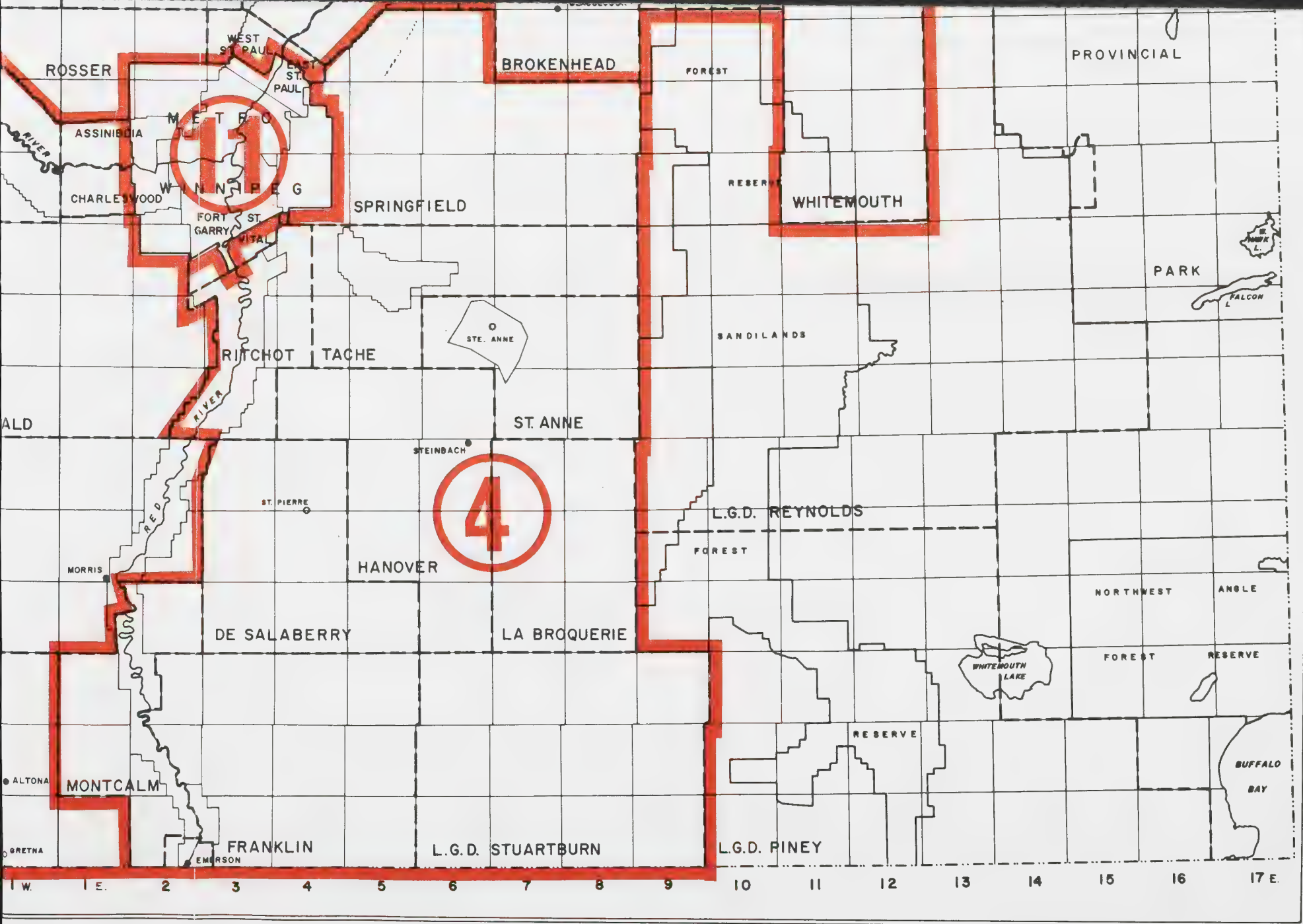
- CITIES — — — — —
- TOWNS — — — — —
- VILLAGES — — — — —
- MUNICIPAL AND L.G. D. BOUNDARIES — — — — —
- FOREST RESERVES, PROVINCIAL AND FEDERAL PARKS — — — — —
- REGIONAL BOUNDARIES — — — — —
- BRANDON
- NEEPAWA
- TEULON
- PROVINCIAL PARK













ROYAL COMMISSION ON LOCAL GOVERNMENT

ORGANIZATION AND FINANCE

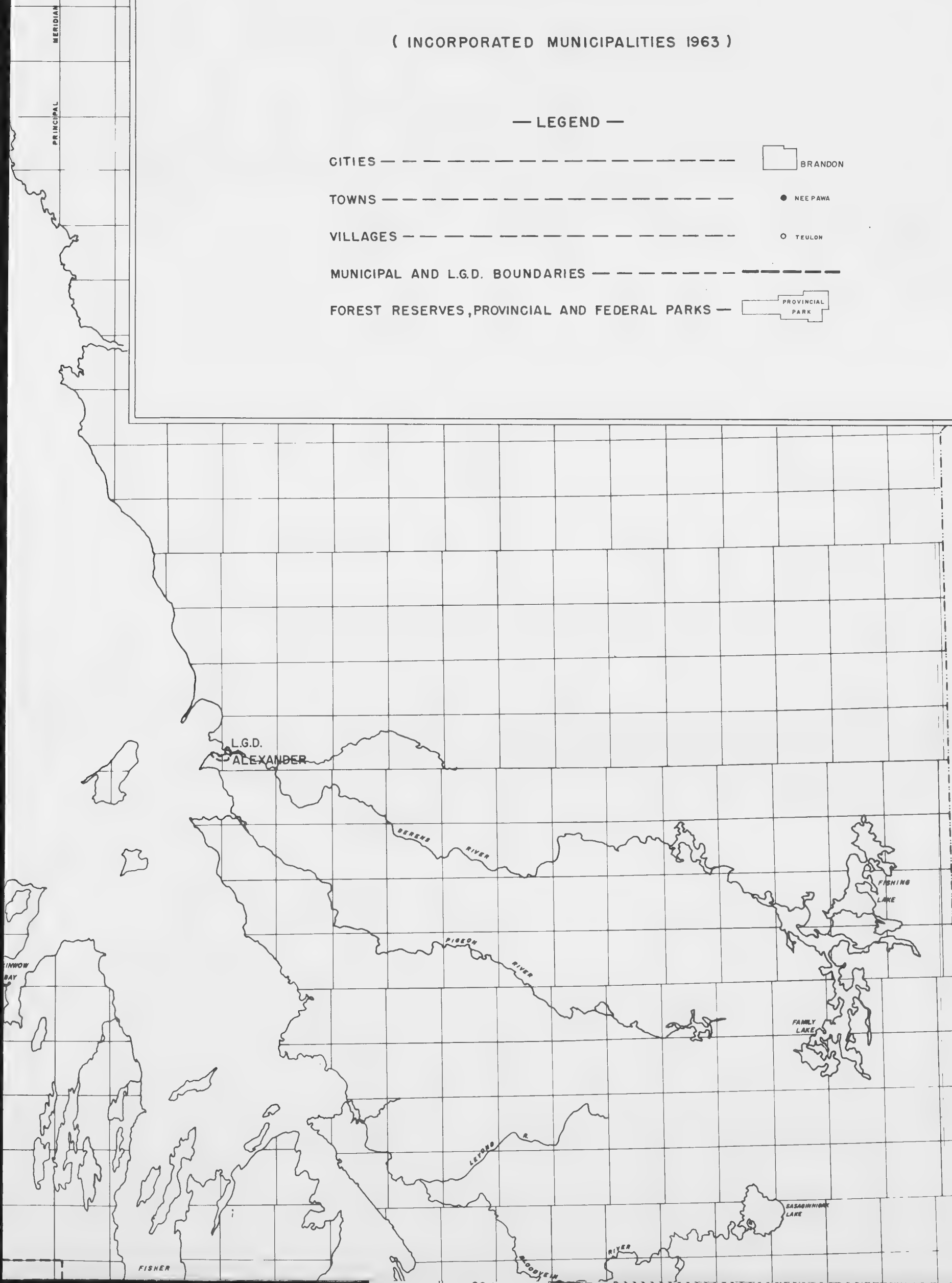
MAP N° 1

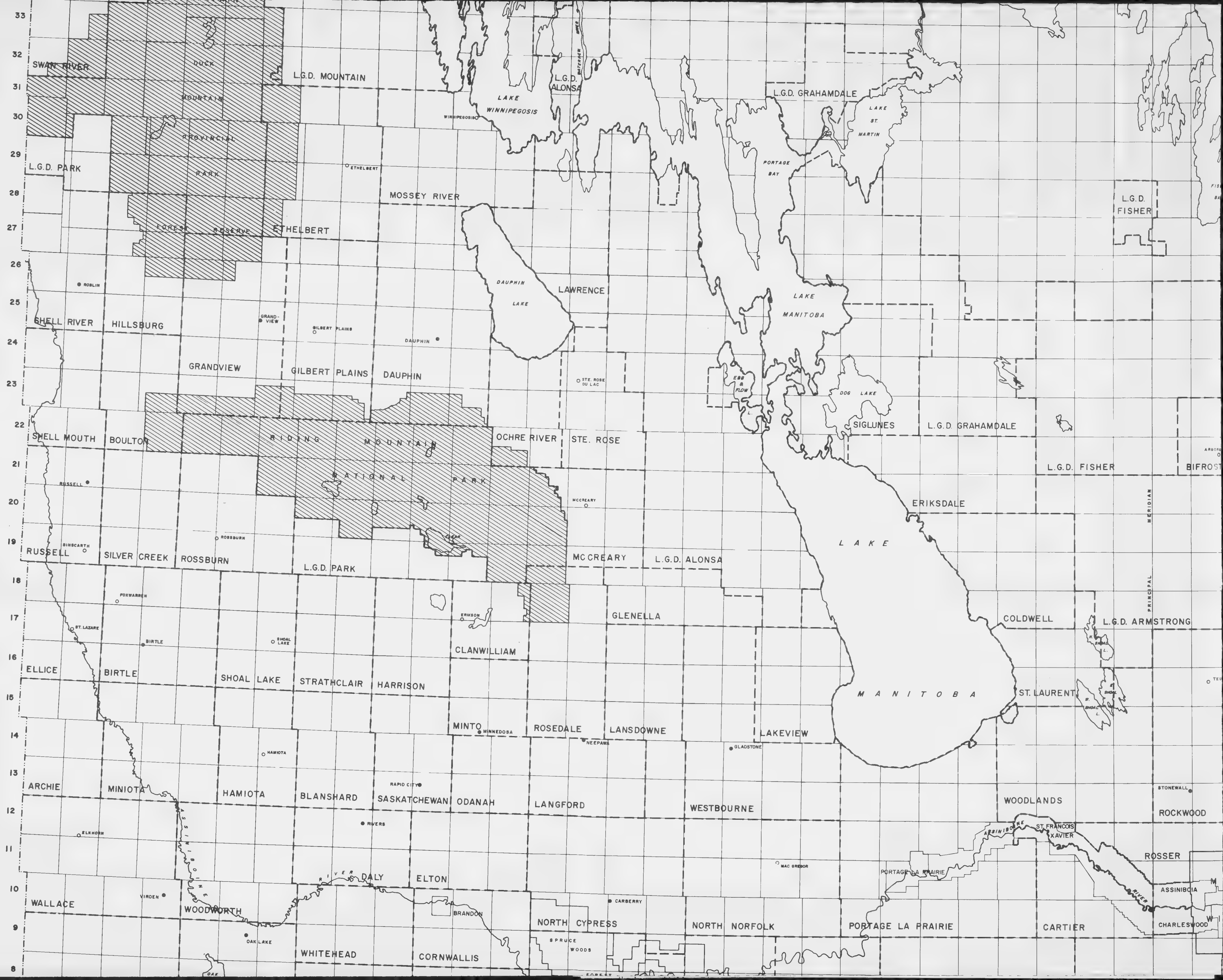
EXISTING MUNICIPALITIES

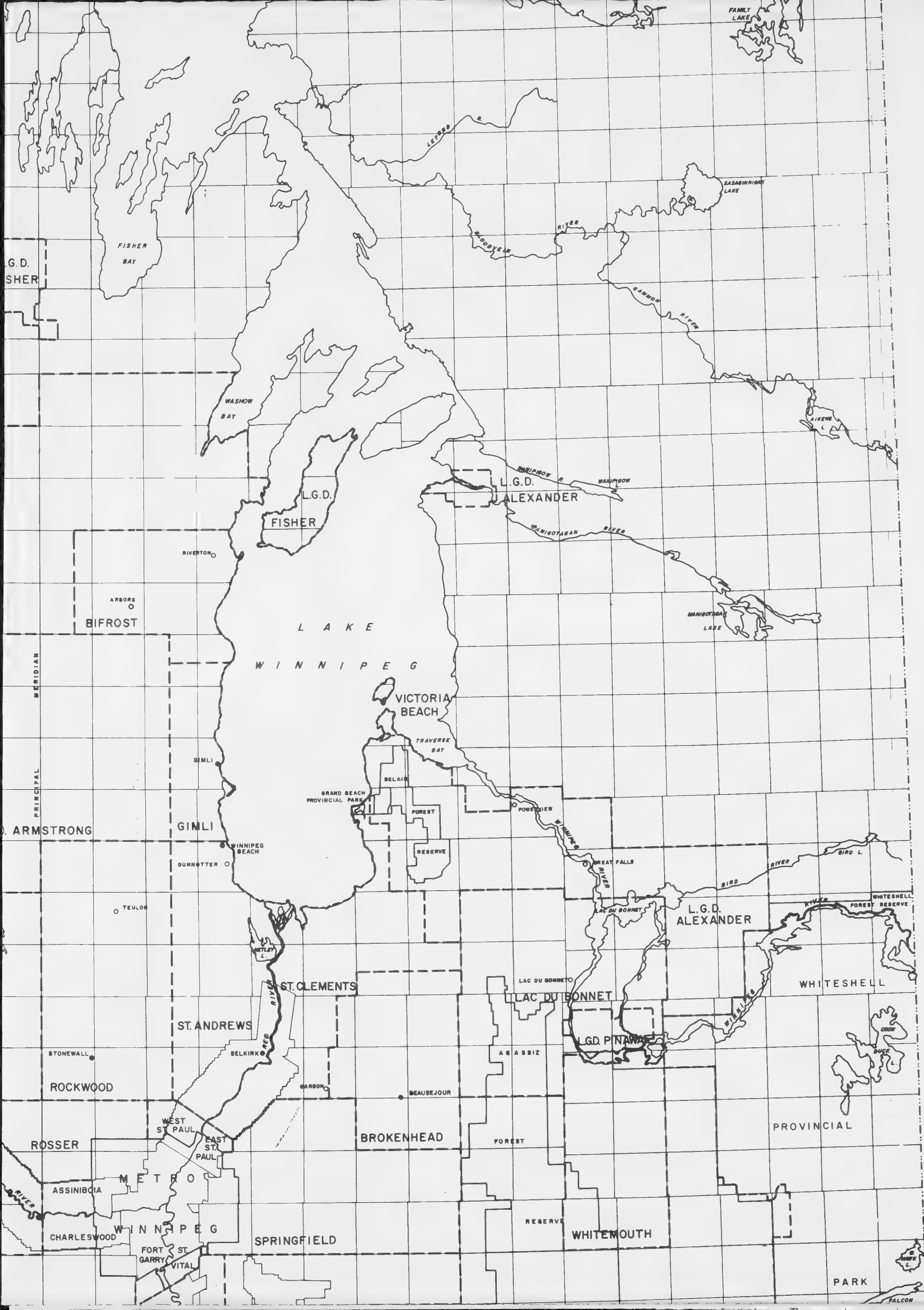
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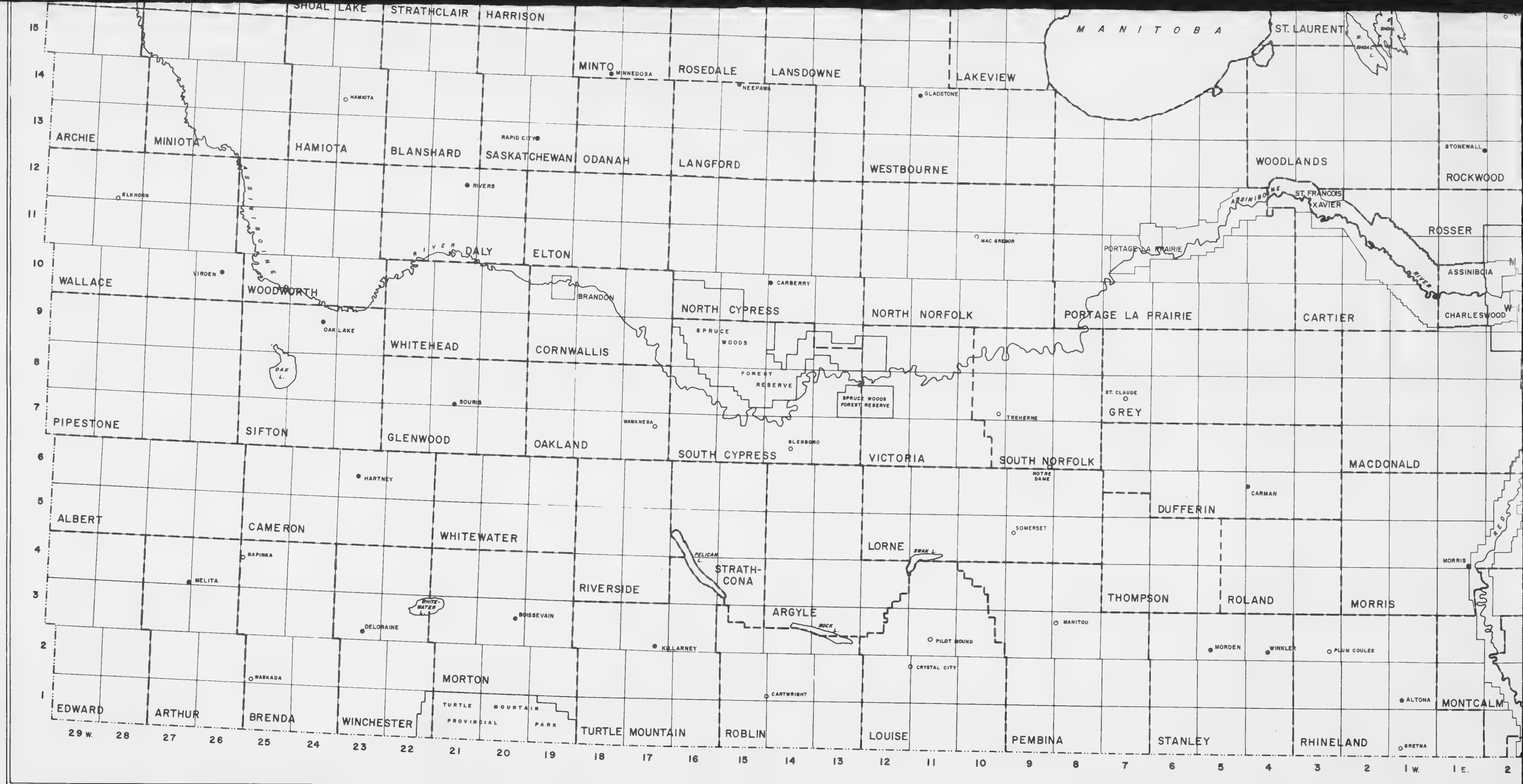
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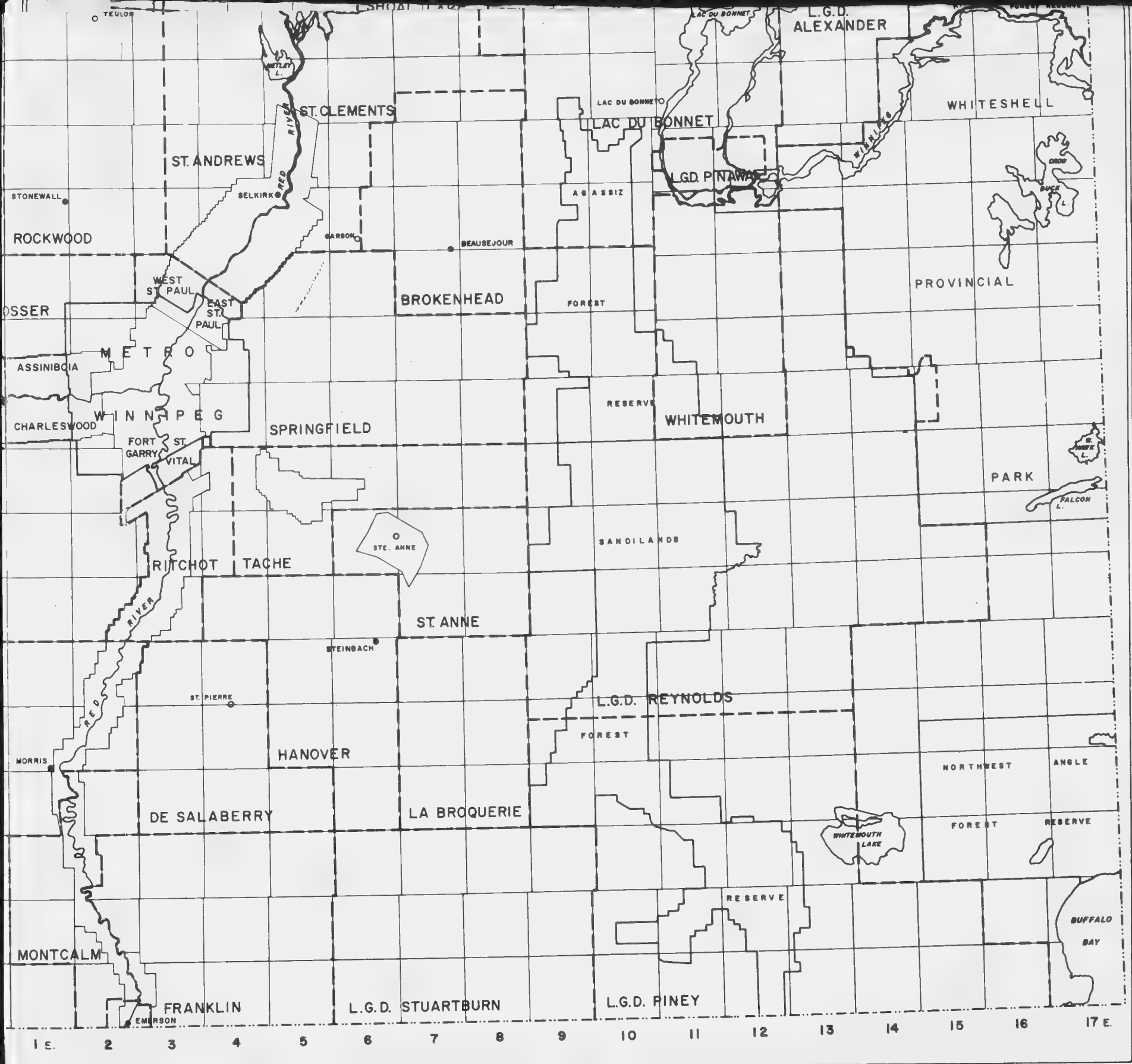
- CITIES — — — — —
- TOWNS — — — — —
- VILLAGES — — — — —
- MUNICIPAL AND L.G.D. BOUNDARIES — — — — —
- FOREST RESERVES, PROVINCIAL AND FEDERAL PARKS — — — — —
- BRANDON
- NEE PAWA
- TEULON
- PROVINCIAL PARK













ROYAL COMMISSION ON LOCAL GOVERNMENT

ORGANIZATION AND FINANCE

MAP No.4

EXISTING SCHOOL DIVISIONS (JAN 1ST. 1964)

— LEGEND —

- CITIES — — — — —
- TOWNS — — — — —
- VILLAGES — — — — —
- MUNICIPAL AND L.G.D. BOUNDARIES — — — — —
- FOREST RESERVES, PROVINCIAL AND FEDERAL PARKS — — — — —
- EXISTING SHOOOL DIVISION BOUNDARIES — — — — —
- BRANDON
- NEEPAWA
- TEULON
- PROVINCIAL PARK

